



# CITY OF HAYWARD AGENDA REPORT

AGENDA DATE 11/17/98

AGENDA ITEM \_\_\_\_\_  
WORK SESSION ITEM WS #2

TO: Mayor and City Council  
FROM: Director of Public Works  
SUBJECT: **I-880/ROUTE 92 INTERCHANGE PROJECT**

## **Recommendation:**

It is recommended that the City Council review and comment on the revised design plan (Alternative H) for the I-880/Route 92 Interchange project.

## **Background/Discussion:**

Over the last several years, Caltrans has been working on a project to reconstruct the Interstate 880/State Route 92 interchange. The existing four-quadrant cloverleaf interchange would be replaced by a new interchange, with direct connectors from Route 92 eastbound to I-880 northbound and from Route 92 westbound to I-880 southbound. In addition, other improvements would include auxiliary lanes on I-880 north and south of Route 92, and provision for the future construction of traffic operations system improvements. Caltrans has indicated that the purposes of this project are to relieve existing peak hour traffic congestion, to reduce the need for drivers to use alternate routes (such as city streets) to avoid congestion, to accommodate a projected increase in traffic, and to improve traffic safety and operations.

The project is funded through Regional Measure 1 (toll bridge funds) and \$10 million of Measure B funds. The project is programmed in the 1999 Transportation Improvement Program at a total cost of \$123 million.

Caltrans has studied several different options for the project. The two "build" alternatives originally proposed by Caltrans (2C and 2D) would have resulted in the need to take a significant number of homes and presented a number of other problems. Both Alternative 2C and Alternative 2D were rejected by the City, primarily due to the major displacement of homes as well as community facilities, such as the Southgate Swim Club.

In an effort to reach a compromise and to identify a plan that would meet local as well as State needs, the Alameda County Congestion Management Agency (CMA) contracted with a consultant to develop an alternative that would address the City's objections, yet would be acceptable to Caltrans. Such an alternative was developed (the CMA Alternative, or H1).

Alternative H1 addressed most of the City's concerns. However, a new issue was raised in that this alternative would have eliminated access from Hesperian Boulevard to eastbound Jackson Street, which is an important access route to Downtown Hayward. The alternative was presented to the I-880/Route 92 Citizens Advisory Committee (CAC) in January 1998. Committee members and the general public expressed concerns with the loss of this access. The City Council reviewed Alternative H1 in February 1998. Following this review, the City decided that it was premature to support Alternative H1, but Council's concerns regarding the

"build" alternatives "2C" and "2D" were reiterated to Caltrans through the City Manager's office. (see Exhibit A).

To address these concerns and to ascertain whether there were a significant number of vehicles headed to downtown Hayward from Hesperian, City staff took a two-fold approach. First, staff contracted with the Alameda County Transportation Authority (ACTA) to hire the design firm of Rajappan and Meyer to see if further refinements in the design could be developed to restore the access to eastbound Jackson Street. Second, an origin-and-destination study was conducted by the transportation consulting firm of Barton-Aschman to determine the percentage of vehicles that headed downtown, in order to determine the magnitude of the need for this access. This study concluded that approximately 40 percent of the morning peak-hour traffic and 55 percent of the evening peak-hour traffic headed eastbound from Hesperian to downtown Hayward. Therefore, the need to retain the eastbound access on Jackson proved to be significant.

### Discussion of Alternative H

Alternative H was developed using the CMA Alternative as a base. Alternative H proposes a similar, two-level, two-loop interchange with two direct ramps, as shown in Exhibit B. Additionally, Alternative H improves upon the CMA Alternative by providing a "slip ramp," which would continue to provide the eastbound access from Hesperian to downtown Hayward as presently exists. However, this design creates the consequence that northbound I-880 traffic will not be able to directly turn left at Santa Clara after an eastbound exit onto Route 92, due to the exacerbation of the existing eastbound weave across three lanes. Although the new design would result in slightly higher walls in the southeast quadrant, the walls would be below the height proposed in either the C or D alternatives. The northbound I-880 to eastbound Route 92 ramp will need to be raised in order to accommodate the "slip ramp." A comparison of Alternative H with Alternatives 2D and H1 is shown as Exhibit C.

Caltrans and Federal Highway Administration (FHWA) staffs indicated to City staff that they had no major issues with the new design and, therefore, this design has been accepted as a formal alternative. Alternative H will be analyzed in the revised environmental document, which is expected to be circulated next year.

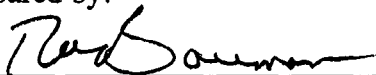
On September 30, 1998, Alternative H was presented to the I-880/SR 92 CAC. Staff noted that the revised design had addressed prior City issues. After considerable discussion, committee members were asked if they could conceptually support Alternative H. Those supporting the concept pointed out the significance of improvements to date. Those opposing the concept noted the loss of 12 homes, and hoped for additional improvements in design to further mitigate the impacts. As a result, the committee voted 5-to-2 to oppose the concept of Alternative H. The CAC minutes are attached (see Exhibit D).

On October 14, 1998, City staff met with Caltrans staff at the bi-monthly Project Development Team meeting. Staff informed Caltrans of the CAC action. Caltrans indicated they would still incorporate Alternative H in the environmental document, since it better meets the City's

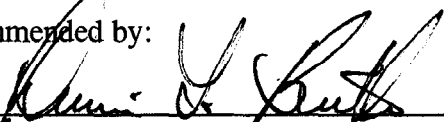
concerns and is a less costly alternative than Alternatives "2C" or "2D." As such, both the CAC and Council will be given an opportunity to comment on the revised environmental document when it becomes available. Caltrans also provided a schedule, which is summarized below.

<u>Milestone</u>	<u>Date</u>
Release Draft Supplemental (EIS)	May, 1999
Public Hearing	June, 1999
FHWA approval of Final EIS	December, 1999
Design complete	Winter, 2002
Construction start	Summer, 2003
Construction complete	Winter, 2005

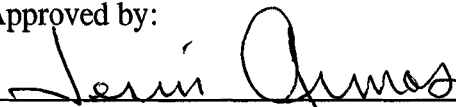
Prepared by:

  
Robert A. Bauman, Deputy Director of Public Works

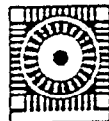
Recommended by:

  
Dennis L. Butler, Director of Public Works

Approved by:

  
Jesús Armas, City Manager

Attachments: Exhibit A: February 13, 1998, letter from the City Manager to Caltrans reiterating the City's position on the "build" alternatives proposed by Caltrans  
Exhibit B: Alternative H as designed by Rajappan and Meyer  
Exhibit C: Comparison of Alternatives 2D, H1, and H  
Exhibit D: September 30, 1998, I-880/Route 92 Citizens Advisory Committee Minutes



CITY OF  
**HAYWARD**  
HEART OF THE BAY

February 13, 1998

Harry Y. Yahata, District Director  
California Department of Transportation  
111 Grand Avenue, 11th Floor  
Oakland, CA 94623

Dear Mr. Yahata:

I am providing this letter to update you on the City's position regarding the I-880/92 Interchange project. The City is aware of the new alternative proposed by the Congestion Management Agency, presently designated as Alternative H1 by Caltrans. As indicated in the July 16, 1997, letter, a copy of which is attached, the City is strongly opposed to either of the build alternatives evaluated in the current draft EIS/R for the project. The City's position regarding those alternatives has not changed, although, the City Council has directed staff to pursue with Caltrans the development of alternatives which satisfy the following criteria:

- 1) That eastbound State Route (SR) 92 traffic be able to directly access Winton Avenue via I-880 northbound.
- 2) That the interchange be no more than two levels -- similar to Alternative 2H.
- 3) That the height of the structure and soundwalls, and resultant visual impacts, be minimized and lowered relative to the 2C and 2D Alternatives.
- 4) That the removal of homes be minimized, and that the Southgate Swim Club continue to operate as a community asset.
- 5) That traffic flow be maintained on SR-92 and I-880 during construction without taking additional homes.

Office of the City Manager

777 B Street, Hayward, CA 94541-5007  
Tel: 510/583-4300 • Fax: 510/583-3601 • Website: [www.ci.hayward.ca.us](http://www.ci.hayward.ca.us)

**Exhibit A**

At initial glance, it appears that Alternative H1 responds to a number of the issues raised by the City. Yet, it also raises other issues, such as access from Hesperian Boulevard to the downtown, which need to be carefully examined. Since Caltrans is currently evaluating the CMA alternative, it is premature for the City to take a position on the alternative. At the same time, the City is supportive of the continued evaluation of Alternative H1, but will reserve final judgement until the evaluation is complete.

At its meeting of February 10, 1998, the City Council reviewed and authorized transmittal of this letter. Furthermore, the Council directed City staff to continue to work with Caltrans, ACTA, and the CMA to be certain the City's concerns are addressed during the evaluation of this alternative.

Sincerely,

A handwritten signature in dark ink, appearing to read "Jesús Armas", written over the printed name.

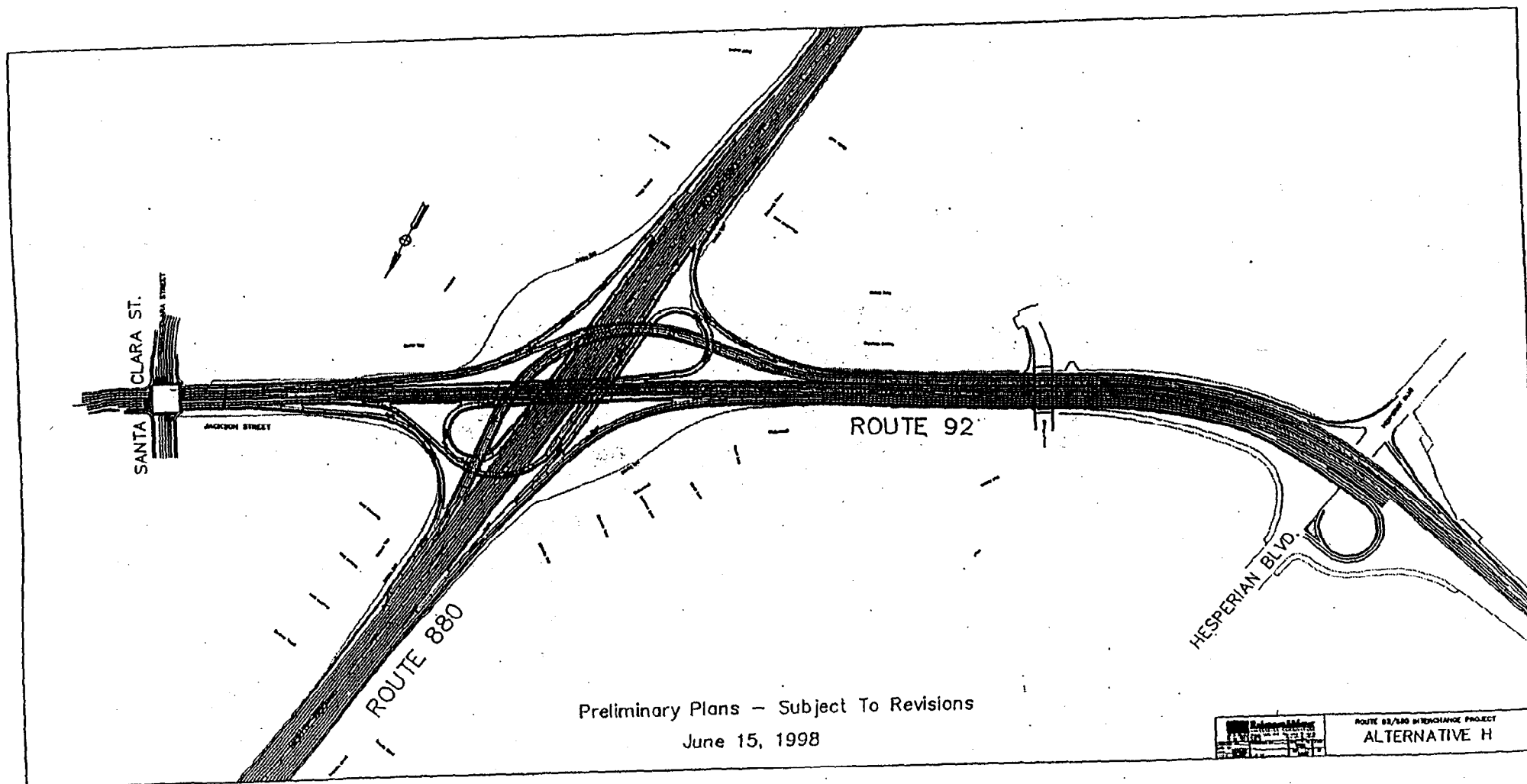
JESÚS ARMAS

City Manager

Attachment: Letter to Caltrans dated July 16, 1997

cc: Mayor  
City Council Members  
CAC Members  
Dennis L. Butler, Director of Public Works  
Dennis Fay, Alameda County CMA  
Christine Monsen, ACTA





### Comparison of Impacts for I-880/Route 92 Alternatives

	Alternatives		
	2D	H1	H
Displacements	46	30	30
Full	15	12	12
Partial	10	5	5
Sliver	21	13	13
Maximum Retaining/Soundwall Height	40'	18'	22'
Maximum Structure Elevations	90'	72'	72'
Levels	3	2	2



## MINUTES

MEETING OF THE HAYWARD  
I-880/STATE ROUTE 92  
CITIZENS ADVISORY COMMITTEE  
Held at CITY HALL, Room CR2A  
Wednesday, September 30, 1998

The meeting was called to order at approximately 7:00 p.m. by Chairperson Ken Price.

Committee members present: Ken Price, Robert Billmire, Art Dowling, Robert McDonald, Al Reynolds, Clarice Roberts, Amy Nelson-Smith, and City Council liaison Doris Rodriguez.

Staff members present: Jesús Armas, City Manager, Dennis Butler, Robert Bauman, and Daniel Collins

Other present: Bob Canepa and Jeff Brinton representing Southland Mall, John Kyle, Joanna Buss, Bob Stockton, representing Neighborhoods Against Freeway Intrusion, and Ed Bogue representing the Southgate Area Homeowners Associations.

On a motion by Amy Nelson-Smith, seconded by Art Dowling, the minutes of the meeting of February 21, 1998, were approved.

Ken Price reported that Carol Peters resigned in March or April to move to Seattle.

Jesús Armas introduced the latest alternative (Alternative "H") by noting that the previous Alternative ("H1") had the defect of not providing access to downtown from Hesperian Boulevard. He noted that the number of vehicles headed downtown was re-evaluated and found to be larger than anticipated. On balance, the latest proposal was found to address most of the issues.

Dennis Butler reviewed the evolution of alternatives and how the slip ramp in the "H" alternative resolves the downtown access problem and creates the consequence that northbound I-880 traffic cannot directly turn left at Santa Clara after an eastbound exit onto SR92. This is due to the eastbound weave across three lanes which had always been a problem, being exasperated. He further noted that while the "H" alternative would mean higher walls in the southeast quadrant (22 ft. as opposed to 16 ft. in the "H1" alternative), the line of sight cross-sections indicated that the main SR92 bridge would remain below the line of sight in Alternative "H".

Ken Price asked about the feasibility of using the old Harder right-of-way to create an alternative left turn access at Santa Clara. Staff noted that high speeds on SR92 would preclude that turn. In response to questions from Al Reynolds and Bob McDonald staff clarified that eastbound SR92 would split about 900 to 1000 feet west of I-880 and that two lanes on SR92 could turn right at Santa Clara.

In response to questions from Bob Billmire staff noted that the "H" alternative had been approved by Caltrans geometricians and would be included in the revised environmental document. Also, the City Council would comment on the revised environmental document when it is circulated in about a year.

In response to a question from Clarice Roberts staff described the trumpet configuration proposed at the Hesperian/SR92 interchange. In response to Bob Stockton's question staff described the

design speed exiting, onto the slip ramp. In response to Al Reynold's question staff clarified that Alternative "H" involves the loss of 12 homes. In response to Bob Billmire's question staff indicated that Alternative "H" had no major exceptions to design standards.

John Kyle stated that his Homeowners Association had no major objection to Alternative "H". Staff noted that this project is 18 months to two years behind the bridge expansion project. In response to questions from Bob Stockton staff noted that there would be some peak hour metering on the ramps.

In response to comments by Clarice Roberts staff noted that greater volumes of traffic would be accommodated by elimination of weaving movements. In response to comments by Bob Billmire staff reviewed the status of the proposed Clawiter/Whitesell Interchange improvement project. Art Dowling reviewed the history of the Route 61 project.

Ken Price summarized some issues associated with Alternative "H" and reported that three of his neighbors expressed concerns about the lack of left turn access onto Santa Clara Avenue for northbound traffic on I-880 exiting at SR92.

Bob Stockton noted impacts to redwood trees and supported searching for further alternatives. Art Dowling noted that trees absorb more sound than walls do.

In response to Bob Billmire's comments staff noted that traffic projections for the "H" alternative would be covered in the revised environmental document. In response to a question by Doris Rodriguez, staff indicated that the issue of whether a Freeway Agreement would be required could be resolved after Caltrans selects a preferred alternative.

In response to a comment by Bob Stockton staff explained how emergency access is often achieved from parallel highway segments.

Ken Price asked the Committee how many conceptually endorse the concept (of Alternative "H"). Indicating support were Amy Nelson-Smith and Ken Price. Indicating opposition were Art Dowling, Robert Billmire, Clarice Roberts, Al Reynolds, and Robert McDonald.

There was much discussion following this. Those supporting the concept pointed out the significance of improvements in alternatives to date. Those opposing the concept noted the loss of homes and hope for improvements in design to further mitigate impact. Staff expressed reservations about the feasibility of further design improvements to mitigate impacts. John Kyle and Rob Canepa expressed the opinion that this plan ("H") should be supported. Ken Price noted that the matter may be reviewed with the supplement to the environmental document.

The meeting was adjourned at 8:45 p.m.

Ken Price, Chairman, CAC

cc: Mayor Cooper, City Council, Attending Staff, CAC members